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INFORMATION

A CRITICAL COMPONENT FOR BETTER GOVERNMENT

REPORT OF THE TASK FORCE
ON
LOCAL AND REGIONAL GOVERNMENT DATA

ONTARIO ECONOMIC COUNCIL

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REPORT OF THE TASK FORCE ON LOCAL AND REGIONAL GOVERNMENT DATA

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The Task Force on Local and Regional Government Data was established at the initiative of the Ontario Economic Council in May 1974. Although the report of the Task Force is published under the auspices of the Council, the views expressed are those of the authors themselves.



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SUMMARY AND BASIC CONCLUSIONS

The efficiency of decision-making, planning and evaluating public services at the local/regional level is, at present, hampered by an inadequate data base related to public sector operations. Blame for this inadequacy cannot be assigned to any level of government or agency. A considerable part of the problem lies with the very difficult conceptual problem of defining and quantifying in a meaningful manner the output of a public good or service. This does not, however, excuse public authorities from not coming to grips with the conceptual and other problems that arise, and seeking ways to overcome these impediments.

The Task Force's evaluation of the data base pertaining to local and regional government, and the useful application of data to public sector issues, highlights several facts.

1. Data pertaining to local and regional governmental affairs are dispersed over a wide range of publications, levels and departments of government and agencies.
2. A number of data sources are not known by those who might benefit from such information.
3. The users of data vary widely in terms of their need and use.
4. Although complaints are widespread, little co-ordinated effort has been made to rectify the shortcomings of the data base, except in the area of financial statistics.

It is obvious that if the situation is permitted to continue as at present, with only 'piece-meal' policies to patch-up data problems, the efficiency of regional and local government will be adversely affected, relative to what is possible with an improved data base. The implications of this is that the expansion of local government responsibilities and development of new political structures will be frustrated and subject to criticism unless better information is available for decision-making.

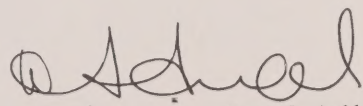
The Task Force has set out a number of recommendations in Chapter 6 dealing with data access, the development of new data and the use of present information sources. Basically, they involve the following:

1. Action by provincial agencies to make data more accessible to users.

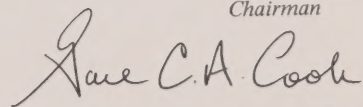
2. Ways to reduce the flood of information requests received by local governments.
3. A suggestion for the development of an urban indicator data bank that would provide some indication of the success of local/regional policies.
4. The development of price deflators which would give a more reasonable picture of real expenditures at the local/regional level.

The final recommendation in Chapter 6 is the most important in our opinion. We urge the Minister of Treasury, Economics and Intergovernmental Affairs to appoint immediately a broadly-based "Implementation Committee" whose purpose would be to ensure that the recommendations of this Task Force are either (a) carried out or (b) demonstrated to be not feasible or too costly to put into effect. Such a Committee could be composed of representatives of the provincial government, local/regional government and users of data outside the public sector. The Committee should be charged with the responsibility of reporting annually to the Minister on the progress of their assignment.

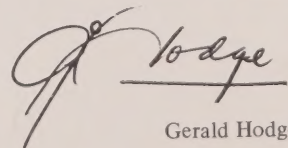
If the task of improving the present state of local/regional data could be assigned to a single department or agency, the need for a Committee such as the one described above would not be quite so necessary. The problem and its solution is complex and will require action on the part of all users. Failure to make progress on the improvement of this data base is a failure to use our resources in a more efficient manner than at present.



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At the provincial government level, Martin Kershaw provided us with very detailed, and appreciated, comments on some of the Task Force's research. Duncan Allan and Lawrence Close, who attended our August seminar gave us a Provincial view of data needs and suggested further areas of exploration for the Task Force. The earlier re-

search plans of the Task Force were discussed with Ronald Farrow and Henry M. Ploeger.

At the local-regional government level, our thanks goes to William Thomson of Waterloo and D. E. Guard of London who read and commented on an earlier draft of this Report. In addition, a surprising number of local-regional officials wrote to us expressing interest in our work and commenting on the present state of information.

Outside government, Jim Johnson and Tom Plunkett provided helpful advice to the Task Force. We are also indebted to the Chairman of the Ontario Economic Council, Grant Reuber, who commented in detail on the first draft of this Report.

Finally, we wish to record our appreciation to the Ontario Economic Council for providing us with a pleasant working environment and to thank Evelyn Elvin at the University of Guelph for typing the final report.

INTRODUCTION

Ontario has become a highly urbanized province and its local and regional governments at present spend almost \$5 billion per annum. These jurisdictions are now in the process of undergoing structural changes as well as trying to cope with heavy demands for the increased public provision of goods and services. The impact of these changes and pressures must be monitored with a view to assessing the merits of various policy options open to the municipal governments and to the Provincial government as well. Provincial, local and regional governments need additional and better information (whether in the form of new data or alternative compilations of existent data) for policy and planning. Private researchers, who have contributed to our understanding of the local and regional public sectors, would benefit greatly from an improved data base.

In response to the need for better information at the local/regional level, the Ontario Economic Council (O.E.C.) established a Task Force on Local and Regional Government Data in May of 1974. Although composed of three persons who were not attached to any level of government, indirect assistance was provided by the Provincial Ministry of Treasury, Economics and Intergovernmental Affairs (T.E.I.G.A.), representatives of local and regional government and federal officials.

The Task Force was asked to examine the existing data base pertaining to local and regional government in Ontario and to consider the usefulness of the data for the purpose of social and economic analysis, decision-making and program evaluation at the local-regional level. In addition to assessing the present state of data, the Task Force was requested to make recommendations as to how improvements could be made to the existing data base.

Throughout this *Report*, the term local government will be used in a broad sense to designate all political jurisdictions in Ontario that are in some way responsible to the Provincial government. Much of the analysis will be directed to local government areas which have a substantial urban base.

When we wish to distinguish between a single local government and one which involves the imposition of an intermediate level of government (regional government), we shall be specific.

This *Report* does not cover all aspects of information relating to local government analysis. To do so would require a study of the administrative lines of communication and the precise methods of decision-making at the local level. There is no question that communications and education are an integral and important part of the overall information framework. Such an analysis, however, is beyond the terms of reference for this Task Force and we have confined ourselves largely to an examination of quantitative data and how it can be used for public sector analysis at the local level.

We have examined past attempts to improve the data base for local government decision-making. The Canadian Council on Urban and Regional Research (C.C.U.R.R.) and Statistics Canada have spearheaded work in this direction and an analysis of their past efforts is presented in Appendix A. Basically, the CCURR Report sought to establish who the users of information were and their frustrations with information sources. Statistics Canada's work has evolved over a long period of time during which agreement was sought on the consistent reporting of mainly financial data from across the country. It is our feeling that past efforts have not focused on how information is to be used and this has encouraged us to present our analysis in terms of the challenges that local governments face.

The various past and present attempts (including this one) to improve information have, in part, been in response to complaints made by users. A selected sample of the many complaints that have been made is presented in Appendix B. Our 'reply' to some of these comments indicates that certain data deficiencies have been overcome in recent years, at least in Ontario. There is no reason, however, to be complacent since the gaps remaining are substantial. To give some focus to our analysis, we have examined the state of data and what can be done to improve it in terms of the broad policy

issues that will face local governments and the Province in the future. Such an approach necessitates some discussion of the conceptual issues underlying the policy questions but it is these that dictate the data needs and thus highlight the present deficiencies.

Our analysis is not exhaustive since new users and new issues will raise additional questions. We regard this report as part of a continuing contribu-

tion of various groups to the goal of achieving a statistical base for evaluating public policies. Since the Task Force was established by the Ontario Economic Council, the focus is largely on data pertaining to economic or economic-based problems. Regardless of how thorough one is at defining statistical data flows and illustrating their use for analysis, the key ingredient is cooperation between those who have the data (or can produce it) and users.

INFORMATION AND PUBLIC POLICY AT THE LOCAL LEVEL

2.1 Information as an Economic Commodity

If all forms of communication, including education, research, marketing and the electronic media, are included under the broad heading of information, a sizeable portion of gross national product can be accounted for by such activities. A decade ago it was estimated that one-quarter of the United States' gross national product could be ascribed to one form or another of information.

What is information? Basically, it is a commodity that exhibits many of the characteristics of economic goods along with the problems entailed in their production and distribution. Information is both the end product of a production process and a crucial input to other production processes. Too often, the input of information into the production process has been ignored as a possible way of improving the end product.

Once information is produced, it can be stored for future use (it becomes inventory) or it can be employed directly in the production-consumption decisions by individuals, firms or government. Some information that is produced appreciates in value over time; that is, it is of little value today but increasingly so in some future period. Other information outputs depreciate rapidly due to the value of the "present time" element incorporated in some information. For this latter type of information, the production process must be continuous, new knowledge replacing the 'worn-out' stock.

The reason for the production of information is that it obviously is felt to enhance production decisions, consumer purchasing and public policy evaluation and formulation. Like other economic goods, it can be subjected to diminishing returns; that is, once a certain amount of information has been or is being produced, additional increments are of less and less value to the user. Also, like other goods, it is costly to produce information, incremental costs rising rapidly as more and more information is sought. Hence there is some optimal level of information production, however elusive that level may be to define.

Not only is the level of information important in a cost-benefit framework but the mechanisms by which the information is collected and disseminated. A system of information collection which requires the respondents to supply the same data, for example, to a variety of users is a less efficient (higher costs per unit of data supplied) than one where the information is reported once by the respondent and then made available to all users. It is true that re-organizing information collection and dissemination mechanisms will be costly, but much of this cost is a once-and-for-all investment giving rise to a stream of net benefits in the future.

Finally, the marketing or sale of information can cause certain problems since it may not be easy (or practical) to exclude persons who do not pay from gaining access to what is produced. In some cases the difficulties involved in excluding those who do not pay are sufficiently great to suggest that the information should be provided without a specific charge to the users.

Data, for example, which are collected but of use only to private researchers working in highly specialized fields could be stored on computer tape and 'sold' to those who wish access to it. Some discretion would have to be used to decide what data are to be stored and what are to be published for general consumption, but it seems obvious that it is uneconomic to publish all collected data and make it available free of charge. What is extremely important is that the existence of the data is made known on a broad basis at little or no charge.

This brief and all-too-superficial analysis of information as an economic good is presented to emphasize that in assessing the state of information pertaining to decision-making in a given sector of the economy, the properties of information must be kept in mind. Failure to do this is to treat information in a manner that is not practical nor realistic.

2.2 Data Limitations: An Example

The collection and presentation of information

in both the public and private sector is essential for the objective evaluation of past achievements, for making comparison to the activities of others and for the planning of the future. A major source of information for such purposes is statistical data and although such data are inherently value-free, they are nevertheless often used to support value-laden statements.

Statistical information, especially financial data, on much of public sector activity is no exception, and in fact some sources of data disguise more than they reveal. Consider, as an example, annual data on expenditure for local or regional recreational programs. For any given jurisdiction, this simply reveals the expenditure made by the government on wages, equipment and other supplies for what is classified as "recreation".

A 10 percent increase in this figure for one year may be due to—

- (a) the hiring of additional personnel to keep up with population change and thus maintain the level of service quality;
- (b) an increase in the stock of physical assets for a fixed population;
- (c) a rise in the costs of inputs;
- (d) some combination of the above.

In terms of evaluating past programs, comparisons with the activities in the recreational area in other jurisdictions and future planning, such financial data have limited use. It may, of course, be important for accounting and other purposes. However, when combined with additional information on such matters as per unit labour costs, types of recreational facilities, changes in the stock of facilities, the dollar expenditure data take on new meaning for policy purposes.

How far should a community go in terms of data production and presentation? The C.C.U.R.R. Report suggests that in 1969, some \$350M was spent by Canadian municipalities on information related activities. This figure would probably be at least again as large today and Ontario's cost could be in the neighborhood of \$150M—\$200M if the C.C.U.R.R. estimates are adjusted on this basis. Benefits must be weighed against costs and the benefits can be viewed only in terms of the use of data as an input to decision-making.

2.3 Some Broad Issues

Data, however plentiful and valid is of little use unless it is made available to those that need it and made available in such a way that it can be used for analysis. One purpose of any examination of information and information systems is to find out where information is, in what form it is being produced, and how it might be made more accessible and useful and at what cost.

One problem with information and policy analysis is that just as there are a wide range of specific policy issues to be considered so there is an almost infinite range of data that might be relevant to them. It is apparent, however, that for a great number of policy issues, standard sets of data are all that can reasonably be provided, and that if sensibly developed they will be enormously helpful. This suggests that although an exhaustive set of information cannot always be readily available at any given time it seems possible to at least identify broad areas of information which can be made available for important areas of policy analyses and decision-making.

While we could produce an extensive list of the many specific issues that likely will have to be tackled by local governments and the provincial government, it is our feeling that all these issues can best be categorized into four broad areas; political structure, finance, achievement of social goals and planning and physical development. Considerable interdependence exists among these categories (see Table 2.1) but for our purposes, this broad division (with due attention being paid to the links between them) seems adequate. Each of these general areas dictates special needs for investigation and highlights the array of problems which will, in turn, demand well-informed decision-making based on a variety of information sources.

TABLE 2.1

The Issue: The Development of New Recreational Facilities

	Political Structure	Finance	Achievement of Social Goals	Planning and Physical Development
Questions (sample)	Should the project be a joint one with another municipality?	What part is to be financed by debentures?	What are the recreational services in this community compared to others?	Land availability: how much?
	Is it best provided by a regional government?	Total Cost?		Water needs?
Data Needs (sample)	Potential usage.	Existing debt		Land data.
	Population figures for the area.	Provincial assistance (what is available).	Social indicators.	Transportation data.
	Cost data.			

The Issue: Expansion of Fire Protection Facilities

Questions	Local or regional provision?	Similar to above.	What degree of protection do we want? How have we done so far?	Location of fire fire station.
Data Needs	Cost data. Quality of service in terms of area serviced.		Data on fire damage: local and comparative.	Land data.

DATA NEEDS FOR BASIC POLICY AREAS

The purpose of this chapter is to expand on the broad issues that were mentioned in Chapter 2. Such an expansion necessitates discussion of the basic conceptual issues that are involved in policy analysis. Doing this permits us to gauge the limitations of the data now available and the need for improvements in data collection and reporting.

3.1 Political Structure

Formation of metropolitan government in Toronto in 1954, consolidation within that structure in 1967, formation of various forms of regional government in the southern part of the Province and finally, the current assessment of the performance of these governments all point to the policy significance of regional government. Regional government in Ontario thus provides one current policy context within which to analyze data availability and requirements.

The most obvious question raised by those involved in the initial Local Government Reviews was, "what is the appropriate size of the regional unit and what are the relevant boundaries?". The second question concerned the particular political structure appropriate to that region, and, if more than one level of government was in question, the division of responsibilities among governments. These two sets of questions: the size and boundaries of the unit and the political structure and division of responsibilities, interact, and the policy response to the one set of questions certainly affects the response to the second set.

As a basis for making such decisions, the United States Advisory Commission on Intergovernmental Relations specifies seven criteria¹ which economists usually reduce to five. The five considerations of interest to economists are as follows: potential economies of scale, redistribution of income at the local level, coordination of inclusion of costs and benefits of public services within the same boundaries, and the adequacy of the political structure in reflecting preferences.

¹ Advisory Commission on Intergovernment Relations *Performance of Urban Functions: Local and Area Wide*.

² S. Fyfe, *Waterloo Area Local Government Review: Report of Findings and Recommendations*, Department of Municipal Affairs, Toronto, Ontario. The data limitations according to those involved, in the Review are manifold and a sample of these found in Appendix B.

3.1 (a) Economies of Scale

The extent to which economies of scale in public services can be reaped by altering the size of the governmental unit provides an information input into the policy question. Should the unit cost of providing public services vary with the size of the government providing the service, it is argued that this should be one determining factor of the size of governmental unit. The Robert's Report, which in 1960 recommended the amalgamation of the York County police forces is an example of such an argument although, as we show in Appendix C, the data base for such a conclusion was almost non-existent. Economies of scale have been put forward as positive reasons for regional government but we have been unable to find any published objective studies that would substantiate such a conclusion. The conclusion reached by the Fyfe Report on regional government in Waterloo is an example of this.²

To the extent that economies of scale exist at all, the lowest unit cost is not expected to coincide for all services at the same size of governmental unit. In addition, for those services where economies of scale exist, there appears to be less of a problem in achieving cooperation by autonomous political units. Finally, as has been pointed out frequently, it is possible to separate the units responsible for supplying and expressing demands for public services. In this way some compromise form of organization is possible which would avoid basing policy (size of regional unit) on the efficient size which is efficient from the technological viewpoint.

Two questions are raised in the previous discussion: to what extent do economies of scale exist and, if they do exist, what are the alternative organizational arrangements that might permit their being reaped? Our concern is with the former and the data required to estimate the extent of these economies.

Economies of scale are suggested by empirical evidence indicating that unit costs of production which fall as the size of the output produced increases. Quantitative measures of output are much more difficult to define for public services than for many of those provided by the private sector. This difficulty in defining and measuring public service output combined with the significance of such a measure for policy evaluation purposes has led to measurement of single characteristics of service output. For example, in the elementary and secondary education areas, verbal or mathematical test scores have been used as measures of output. Similarly, the percentage of students who pursue some form of post-secondary education is used as a measure of output for the elementary and secondary school system.

Although not ideal measures of education output, these quantitative measures are probably better than those for other public services. One particular danger applying quantitative measures in the public sector is that only selected aspects of output will be reflected by the quantitative measure employed.

In short, problems of policy analysis arise from difficulties in conceptual and quantitative specification of public service output. These in turn, are prerequisites to the empirical testing required to estimate the range of public service output in which potential economies of scale arise.

The difficulty in specifying output measures accurately often leads to the use of expenditure data as proxies for the true output data required. At the simplest level, if public expenditures per capita are observed to vary in a systematic fashion with the size of political unit, some argue that there is evidence for the existence of economies of scale. Such conclusions, however, may be inaccurate and misleading. Expenditures per capita reflect not only cost of production of the service but, in addition, the determinants of demand for public services such as incomes and preferences.

Hence, even an observation that lower expenditure levels are observed in larger areas, does not permit the conclusion that economies of scale exist. The analyses of expenditure data can, of course, shed light on some aspects of public service operations. Care must be taken, however, not to attribute economies of scale where these are judged in terms of expenditures rather than output.

¹David Greytak and Robert Dinkelmeyer, "The Components of Change in New York City's Non-Labour Costs-Fiscal Year 1967-1970: Supplies, Materials, Equipment, and Contractual Services". Working Paper, Metropolitan Studies Program, Maxwell School of Citizenship and Public Affairs.

²David Greytak, Richard Gustely and Robert Dinkelmeyer, "The Effect of Inflation on Local Government Expenditures", *National Tax Journal* (forthcoming).

3.1 (b) Productivity

Of concern to all analysts interested in governmental performance and particularly those within municipal governments is whether the current level of service could be provided at less cost or, alternatively, whether an improved level of service could be provided at the same cost. Could resources be used in a more productive fashion?

Since measures of productivity relate to how efficiently various forms of input into the productive process are transformed into output, a measure of output is again critical to any analysis. Although emphasis here is on output measures, it should be noted that even on the input side, expenditures rather than quantities purchased are shown in government accounts.

To monitor changes over time in real terms requires appropriate price indices. With the exception of the Consumer Price Index (measuring prices paid for selected consumer goods and services), price indices are based on exchanges in national markets. These measures are not adequate to deflate expenditures at the local level.¹ Accordingly, attention should be given to the analytical background required to produce selected price indices for public services for selected cities in Ontario on a systematic basis.

In the absence of appropriate price indices such obvious questions as the performance of governments over time, and the burden of inflation on local governments cannot be assessed. Similarly, any evaluation of the change in pressures upon local taxes cannot be undertaken without being able to separate the effects of increases in real costs from changes in the determinants of demand.²

3.1 (c) Externalities

The third efficiency argument made in favour of reorganization and larger political units at the local level is that fragmentation permits the spillover of benefits and costs of other jurisdictions. Thus insofar as the local decision-making unit is unable to assess the total cost or total benefits in the entire region of any particular decision, one would expect that resources may be under-allocated or over-allocated for the provision of a particular public service.

Again, little quantitatively-supported measure-

ment has been done in this area. The externality question is as much a question for intra-governmental decision-making as it is for inter-governmental decision-making. The possibility of obtaining data that would throw much light on this question seems remote although detailed examination of specific services may sometimes prove worthwhile. The data required for such analyses, however, could not be collected on a systematic basis.

3.1 (d) Reflection of Preferences

Recommended changes in organization may lead to a reduction in numbers of political decision-making units which provide public services. Insofar as preferences cannot be as fully reflected by fewer political units, general dissatisfaction among the electorate may be experienced because some individuals receive more and others less of the service than they desire, given the tax-cost of providing it. This loss of satisfaction resulting from the failure of the political system to reflect preferences must be weighed against the various advantages of reorganization. To do so requires some method of assessing the loss in satisfaction.

Again, the problem of measuring public service output is relevant. Estimates of demand and the responsiveness of demand to changes in price are required to estimate the losses. Ideally, public service output becomes the dependent variable; but, in practice, expenditure functions including "estimates" of quality of service are used.

The major determinant of demand is income, a variable not available for inter-censal years except through *Taxation Statistics*. Thus on both conceptual and measurement grounds, evaluation of the trade-off among various objectives of governmental reform becomes difficult.

3.1 (e) Redistribution

Reorganization has been suggested as a way of redistributing the tax base at the local level. The existence of autonomous political units in a metropolitan area accompanied by differences in tax bases, may result in quite different levels of public service being provided for the same tax rate. This observed inequity is met by suggestions for pooling the metropolitan area tax base for the use of all residents of the metropolitan area. In Ontario this has tended to be achieved through political reorganization in the form of regional governments.

As a result of any reorganization some individuals or households will gain and others lose. To assess the impact of such reorganization on particu-

lar households, an estimate of the capitalization of this redistribution into land values is required. Specifically, when the public service benefit from the taxes raised alters in a municipality, the value of property in that municipality also alters. If the change is sufficiently large and if there is some consensus among those in the property market as to the direction of this change, the market price will respond. The process by which this change in public service to tax ratio is reflected in property prices known as capitalization.

Among the data required to pursue this type of study are market prices of property, the characteristics of house and property, tax rates and expenditures by municipality. Tax rates and expenditures are provided on a systematic basis by municipality in the *Blue Book*. (Ontario Municipal Statistics). To assess the public service to tax ratio resulting from a reorganization involves in addition, the monitoring of fiscal flows from the metropolitan or regional government to the local municipality. Although this monitoring in itself is difficult to perform on a cost basis, it is even more difficult to assess whether public service benefits perceived by the citizenry are adequately reflected by the cost of providing such services.

For selected cities, data are available on market values of property and household characteristics, at the time of sale. In many cases, the original manipulation of this data is done at public expense. Where data are generated at public expense, (especially in expensive data collecting activities), the data should be listed and placed in the public domain.

3.2 Finance

The financial problems facing local governments have become more acute in recent years because of the slow growth of locally-generated revenues, relative to costly additional programs at the local level. Although the financial squeeze has been offset to some extent by a variety of Ontario policies such as the assessment equalization scheme, that basic changes in the methods of financing the urban public sector may have to be considered in the very near future.

The financing of public capital formation is an important example of the issues to be faced in this area. How much of the financial 'squeeze' experienced by the municipalities is a result of a heavy reliance on current revenues to finance capital spending? Should more appropriate institutions be devised to permit increased long-term financing? These and associated questions can only be intelli-

gently debated if one has available detailed information on capital expenditure, capital stock and the potential contribution that public capital creation makes to expanding the revenue base and providing benefits far into the future.

Another important financial issue is productivity growth: how much increase in service output per unit of labour input can one obtain through the application of technology and alternative methods of local service provisions?

Can the productivity of existing programs be enhanced by changes in the 'mix' the capital and labour used to provide a service or public good? Some have argued that there may be 'no room' for productivity increases in the provision of local public services and hence, escalating per unit output costs are inevitable,¹ with the result that higher per capita revenue will be needed to maintain a constant level of real benefits.

Meaningful examination of the above hypothesis and discussion of productivity potential requires information on both a broad and an intensive scale. How much is now available, its accessibility and what needs to be collected will be dealt with in detail subsequently.

In summary, then, all municipal governments, irrespective of structure will be faced in the future with four basic problems in the area of finance; the financing of major capital public works, the question of provincial conditional and equalized assessment grants; alternatives to property taxation as dependent revenue sources and minimizing the cost of providing public goods and services. These problems are of course, not unique to local and regional government.

3.2 (a) Capital Budgeting

The capital budgeting issue was noted earlier. This issue arises because benefits derived from certain current local-regional public expenditures accrue to the community over a period of years into the future and it may be feasible as well as desirable to borrow funds which will be repaid with interest over the life of the project or asset. Formulation of a capital budget focuses attention on these expenditures and in the case of rapidly growing areas or newly consolidated ones, provides the rationale for avoiding substantial increases in current taxes or subsidies in the province.

A capital budget (which is concerned largely with those expenditures that are made to replace

or add to the stock of assets) will highlight those additions to the value of the capital stock. This will complement the profitability and productivity of the private sector. As such, it gives a better picture to potential investors and lenders of the urban area. This is naturally important when local and regional governments along with the Province are contemplating issuing debentures.

With appropriate statistical data, it is possible to estimate the change in the real capital stock or assets of a local or regional unit. On a per capita basis, this gives an indication of how a municipal jurisdiction or groups of jurisdictions are keeping pace with population change in the provision of physical resources both for individual residents and business establishments. In Appendix D, we have provided a limited analysis of per capita real capital spending over a five year period. The results show that in one instance there was an absolute decline in real per capita spending. This does not necessarily indicate a real decline in the stock of public capital because we do not know how much new investment is needed each year to replace worn-out capital.

The information needs for capital budgeting are as follows:

- (a) what expenditures are to be considered as capital and by what classification?
- (b) what time period should be used to depreciate capital expenditures?
- (c) how are dollar expenditures to be deflated to obtain "real" local capital expenditures?

The decision as to what expenditures are capital and what are current is always open to some debate but we see no reason for not maintaining the present Ontario practice by which the details on capital and current expenditure are collected. Although the data may be requested on a consistent basis, we feel that some improvement in the reporting of the data could be made, and a recommendation to that effect is made in Chapter 6. Other recommendations dealing with a capital budget are also included.

3.2 (b) Provincial Grants

The issues of provincial grants and alternative revenue sources from municipalities are linked to some degree. Provincial grants fall into three very broad categories.

¹The most influential proponent of this possibility is W. J. Baumol. See his "Macroeconomics of Unbalanced Growth: The Anatomy of Urban Crises" *American Economic Review*, 1967.

- (a) per capita grants to increase a municipality's own source revenue;
- (b) conditional grants to stimulate and assist in the financing of specific local services;
- (c) payments to assist municipalities that have below average tax base potential via the equalized assessment payments.

The first type of payment recognizes the limited tax base of the municipalities and the undesirability of attempting to expand property taxation. The second type can be viewed as a means of encouraging expenditure where there are spillovers in terms of benefits outside the local jurisdiction and where the Province has some idea of what the collective desired standard of quality should be throughout all municipalities. The third category is basically an intergovernmental redistribution tool similar in purpose to the federal government's equalization payments to less wealthy provinces.

Both the conditional grant program and equalized assessment payments program raise the issue of cost differentials for services in the Province. This is a very complex question but to the extent that genuine cost differentials do exist, some compensation for this differential might be made through these grants. There would appear to be obvious benefits from research into this question.

3.2 (c) Alternative Revenue Sources

The large increases in grants from the Ontario government to municipalities has postponed the need for dramatic increases in property taxes across the Province. Nevertheless, some municipalities are suggesting that alternative sources of independent financing such as local retail sales taxes, local corporate taxation and business taxes, and personal income taxes at the local level be explored. Careful study of these possibilities requires the collection of information that is either not readily available or not available at all at present. A local tax on incomes and profits could take one of two forms: a tax assessed and collected by the municipality or region on information supplied by the Department of Revenue, or a system under which only the tax rate is fixed by the local authority, with assessment and collection left in the hands of the Department of Revenue.

If local authorities were responsible for assessment and collection of tax revenues they would have to set up their own machinery, thus duplicating to a considerable extent existing central government machinery. Since they would be collecting the tax directly from the taxpayer and not

at the source of income a relatively larger collection staff would likely be needed. These and other problems might be avoided if assessment and collection were the responsibility of the Department of Revenue, but extra work would still be created.

To deal with income from employment it would be necessary to adopt an almost universal pay-as-you-earn (PAYE) system. The PAYE codes used for National tax would not be suitable for local tax deductions because they take account of some factors which are, and would be, relevant only for national tax. Moreover, employers would have to make separate tax deductions for each local authority area, with adjustments when employees moved their homes from one area to another.

A number of questions would also arise in relation to companies. Many operate on a nation-wide basis and very many are likely to operate in more than one local authority area. The first question would be whether a company should pay tax to the public authority in whose area the central management and control is carried on, or to the government where it earns its profits. Once the arrangement was agreed upon, information on the geographical distribution of sales, profits, etc., would be needed.

On the other hand the problem of allocating profits to the places where they are earned would be very difficult. At present the discussion of profits among the various activities and sources of income of a company does not normally concern the Department of Revenue, nor indeed need it concern the company itself in terms of tax liability. Profits would need to be allocated between the different stages of a company's activity, and the scope for argument would be endless. Incomes from overseas, dividends from subsidiaries, royalties and other forms of income would present similar problems. The taxation of chartered banks, investment and trust companies, insurance companies, land, sea and air transport companies, and pipeline operators would give rise to particularly acute problems in this context.

With respect to implementing a local sales or value-added tax, the retail sales tax would need to be charged on local sales from all shops and other retail businesses, except perhaps the smallest, to avoid unfair competition. It would involve the annual assessment for local tax of tens of thousands of outlets depending on the extent of the exemptions. This would be a major administrative task. Alternatively, it could be tied-in with the provincial sales tax. Different levels of local sales tax in different areas would add to the complications.

Possible regional inequities would arise due to variations in the economic base for different communities. To ascertain the extent of these and other possibilities, considerable disaggregated data on the locational pattern of retail sales would be required.

3.2 (d) Costs of Services

Finally there is the question of the costs of providing local and regional public services. Are municipalities achieving their goals with a least cost combination of resources? In addition, can municipalities achieve productivity increases and in so doing hold the line against cost increases? Some have argued that this is exceedingly difficult given the difficulties of quantifying the outputs of local government already discussed.

In addition to the difficulties of measuring outputs it is also necessary to evaluate the amounts of capital and labour that go into each particular program with a view to examining the feasibility of altering this mix to achieve cost reductions. These data requirements are not, conceptually at least, impossible though one would have to evaluate carefully the trade-off between the cost of constructing such a data series on the basis of capital and labour inputs for each public service against its usefulness in examining efficiency and productivity.

3.3 The Achievement of Policy Goals

A frequently asked question concerning public expenditure, at any level of government, is: what has the citizenry obtained for an increased expenditure on a program? This is of considerable importance at the local and regional level since many of the services provided have a more 'direct' bearing on individuals than do, let us say, federal expenditures (e.g., defence). To answer the above question, much more than expenditure data is required since this will only provide a measure of the money cost of the resources associated with a particular expenditure function. Output data of a physical nature is required but, as is well-known, precise measures of units of output for many public services (and private ones too) are not available. Hence, we must seek proxies for these output measures, perhaps in the form of what has come to be known as social indicators. How much information exists to develop such indicators and the issue of gathering further information for this purpose is one of our concerns.

Governments tax, borrow and spend to provide goods and services, redistribute income and manage

the economy. Local and regional governments are primarily concerned with the first goal. The issue is whether or not what they provide achieves the broad or specific goals of the community. In the previous sections we have emphasized the limited usefulness of expenditure data as a means of examining the questions of scale economies and jurisdictional 'spillovers' of benefits or costs. For similar reasons, expenditure data cannot be used as a guideline for measuring the degree of goal-achievement.

The concern with social goals and the costs of providing public goods and services has given rise to much discussion as to how to measure the 'gap' between social goals and the actual 'state' of a community, in terms of these goals. What this requires, then, is some measure of the characteristics of well-being of a community. The search for measures of this sort has led to the concept of social indicators.¹

The term social indicator is generally interpreted to represent a statistic or series of statistics which are useful measures of social welfare because they relate to some community goal. They can be presented in terms of time-series or cross-section data relating to a social phenomena that is 'connected' with the community goal. For example, if one of the community goals is adequate playground facilities for children and this goal can be expressed in acres of parkland, the distribution of the parks, washroom facilities, etc., then the social indicators are readily apparent.

However, it is not always as easy as this, especially with 'soft' services such as police protection. The output then is in terms of crimes and accidents prevented which are not quantifiable. However, two of several broad indicators in connection with this goal would be the crime rate and number of accidents per thousand population. Given this information, the community goal might be to reduce these rates and examination of this information might indicate any closing or widening of the gap between the actual and 'desired' state of the community.

The difficulties in using such an approach are manifold. Three basic areas of concern are as follows:

- (1) how close is the connection between the observable statistic and the community goal?
- (2) how many social indicators are required,

¹ For a more detailed discussion and citation of other studies, see D. A. L. Auld "Social Welfare & Decision-making in the Public Sector" *Canadian Public Administration*, Dec. 1973.

for the purposes of policy analysis, for each community or social goal?

- (3) how serious are the data limitations as barriers to constructing social indicators?

Social indicators are implicitly used in varying degrees by local and regional governments, and the Provincial government. The advantage of formalizing the procedure through the regular collection and dissemination of social indicators pertaining to regional and local government is twofold. First, it will provide the basis for a consistent time-series and cross-section of urban information that will allow for better *ex-post* evaluation of policies. Second, it would help to identify those areas of policy where information on the achievement of goals is at present inadequate. There are naturally costs involved in the production of such indicators but the present availability of information would suggest that a start on such a project could commence at a modest cost. An outline as to how to proceed in this direction is presented in our recommendations.

3.4 Planning and Physical Development

Municipal services and developmental efforts are mainly directed at people and property. Whether it be small town or metropolitan complex, matters concerning the use of land, the location of public and private facilities, and the provision of public utilities are always high on a local council's agenda. These matters come within the scope of planning in local government and lead to policies on zoning, land subdivision, transportation and redevelopment.

One planning issue that has occurred in dozens of municipalities across Ontario in recent years, for example, is the need to respond to proposals for large shopping centres. Such an issue reveals the need to have available sufficient data that can describe the present pattern of development and the trends in the pattern. Although the degree of elaboration of data systems will be greater with large municipalities, all need access to information regarding (1) the land; (2) the structures on the land; (3) the activities which occupy these structures; and (4) transportation.

Where planning departments have been established, it is not unusual for them to become both the stimulus for obtaining better information and the custodian of much relevant municipal data. This is a natural consequence of the planning function which requires consideration of the relationships among types of physical development, property values and tax receipts, the supply of

public services, and the financing of municipal government activities.

The issues discussed under political structure, local financing and social goals analysis, tend to deal with defining the environment for local decision-making. Planning, on the other hand, deals with the realities of that environment: the type, location, quantity and quality of physical development, public and private. All municipalities face planning questions which require basic information on the key features of present developments and trends.

Constantly recurring questions coming before councils and planning boards are those concerned with proposals to effect a change in existing patterns of development: e.g., to service farmland; to build a new shopping centre, expressway or apartment building; to conserve natural landscapes; and to preserve historic buildings. The effectiveness of these and similar questions which must be tackled by councils and boards, depends in an important way on the fund of pertinent, empirical information available.

One may see the planning function generally as an attempt to intervene in an existing, on-going pattern of development for the purpose of achieving in the future some specified community goals. The analyses undertaken for planning purposes consist, in most instances, of trying to understand and evaluate relationships between land uses and the activities of people using the land now and under future conditions. That is, how are present land uses and activities related to one another now, and how would some proposed development change this? These are the basic questions facing planners—be they professional, elected or appointed officials—in big, complex municipalities as well as in small communities. Planning requires readily available reliable information.

To take only one example—a relatively uncomplicated one—a proposal for a new housing subdivision. Information on the nature and adequacy of present housing, and the character of surrounding land uses will be needed, as will information on projected population growth, the number and characteristics of the population expected to inhabit the new housing, anticipated demands for public utilities and other services, such as schools and roads, and the physical capability of the land to support the construction.

The foundation of a municipal information system for planning must, include several sets of data that could provide profiles of land use, improvements, population, and establishments (busi-

ness, government and institutional). The aim of such a system would be to place proposals for change in a perspective of existing patterns of land use and activities in the municipality. In order to provide this perspective, it would be necessary to have a census of land and improvements, a census of resident population, and a census of establishments.

Fortunately, in Ontario such a system is potentially within the reach of all municipalities. For in the system of real property assessment now being carried out by the Province, each one of the censuses mentioned does exist. But, now for the bad news: present procedures for gaining access to this important information are poorly developed. Appendix *E and I* and other discussion in this report attempt to show both the kind of data that exist that could be helpful in planning decision-making and ways of obtaining access to it.

USERS OF DATA AND THEIR NEEDS

Many different people want data about municipalities for a variety of reasons. Some wish to develop information for a single municipality, or even for a single function within a municipality. Others want data covering a number of municipalities, in total or by function. And, the types of analyses to which they intend to subject the data vary enormously in scope and sophistication.

Three general categories of users employ municipal data: municipal officials, provincial officials and non-government researchers. The first group covers users of data within local and regional governments. It encompasses both elected and appointed officials, each of whose needs for information differ. Elected officials, who have little time to digest elaborate data, usually want the data in a digested and relatively simple form. Appointed officials often require more and different kinds of data for their analyses than would be sent on to the councils, planning boards, etc.

Much of the data required by municipal officials relates to their own municipality. There are two general sources for much of this data: (1) data gathered by the municipality and (2) data gathered by other agencies, e.g. provincial assessment, Census of Canada, school boards. In both cases, there can be substantial difficulties in achieving compatibility of the data that are gathered and accessibility to the data. This can be as true in trying to match up data sources gathered by different departments within the same municipality as in correlating it with data from outside sources.

There is one other important difference regarding municipal officials and their ability to employ data sources. As a general observation, one may say that small municipalities (in population size) have less capability for data use and analysis than larger ones. Usually, the smaller the municipality the fewer its own technical and professional resources. This is reflected in both the numbers and competence of staff, as well as in their data processing capacity.

Information on the 1972 distribution of 848 Ontario municipalities shows that over three-

quarters have populations of less than 5,000 persons. And it is not until a municipality has upwards of 5,000 persons that it normally hires its first full-time professional employee, a clerk-treasurer. A full-time municipal engineer is not usually hired as a member of the staff until the population reaches well over 10,000 persons. Or, putting it another way, less than 10 percent of Ontario municipalities have a resident engineer. Planning professionals usually are not employed full time until the population reaches nearly 30,000. And, at about the same level of population, a recreation officer and full-time fire department are usually added. Although consultants make up for some of the staff deficiencies, for small municipalities the temporary changing nature of these personnel leads to different demands on municipal data more akin to that of independent researchers.

The second group, provincial officials, covers users of data within provincial government departments and agencies. Provincial officials needing municipal data fall into two general categories. The first are those whose function it is to service municipal governments. Here would be included those concerned with administering grant programs, urban renewal programs or planning, e.g., TEIGA and the Housing Ministry. The second category of provincial users are those whose operations bring them in contact with municipalities. Here would be included those concerned with highway building, provincial parks, water quality, etc.

The basic difference between these two groups as far as data need are concerned is that the former group requires uniform data for all municipalities on a continuing basis. The latter group usually needs data about only one or a few municipalities when considering unique projects. Each group tends to be similar, however, in their technical/professional capability and each often demands data on which sophisticated analyses can be performed.

The data concerning municipalities that provincial officials employ may be generated by municipalities or by provincial agencies. Those seeking

which affect many municipalities in the same way (e.g., provincial officials); they require uniform data. Others, such as academic researchers, have unique, non-repetitive needs for municipal data.

[illegible]

Non-professional Professional

←-----→

1 Technical Capability 5

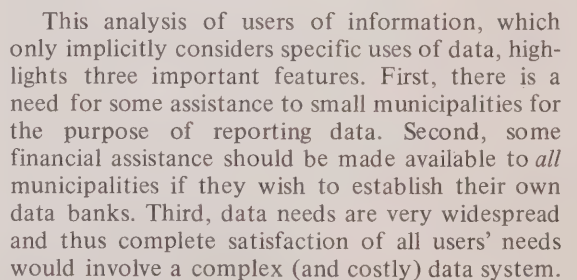
- IV. *Frequency of Usage*—Some users require data continuously or need information that is continually updated. Municipal officials and provincial officials in municipality-serving roles have a frequent need for such data.

Infrequent Continuous

1 5

Frequency

The various groups of users may then be arrayed against each of the dimensions as in Table 4.1. A "profile" of each of the groups, thereby, emerges indicating the needs for, and use of, municipal data. As might be expected, quite different profiles emerge, each of which makes its own special demand on the data system. The two groups with the most similar profiles are provincial officials servicing municipalities and officials in large municipalities with a tendency for the data systems that now exist to be oriented to the needs of these two groups.



The first matter, that of additional assistance to small local governments to aid them in their reporting function, can be justified in terms of their scale of operation. They do not generate sufficient local revenue to hire full time personnel to assemble and report data in a sophisticated fashion. Secondly,

general Provincial assistance to help the development of local data systems is justified if local governments make their results available to other Ontario localities. Finally, the diversity of data needs and size of urban areas suggests that not all municipalities need to report data in the same degree of detail. Detailed and disaggregated data on

traffic from small communities would seem inappropriate in the development of an overall Provincial data system. In addition, the costs of collection may far outweigh the benefits. The possibility of collecting data in this manner is discussed in the recommendations.

TABLE 4.1

DIMENSIONS

MUNICIPAL DATA USER GROUPS	Degree of Organization I	Similarity of Task II	Technical Capability III	Frequency of Usage IV
A. Municipal Officials				
1. Elected	1	5	1	5
2. Appointed—large	5	5	5	5
3. Appointed—small	1	1	1	5
B. Provincial Officials				
1. Servicing municipalities	5	5	5	5
2. Operating agency	5	1	5	1
C. Non-Governmental				
1. Professional/Academic	5	1	5	1
2. Non-Professional	1	1	1	1

DATA SOURCES AND ACCESS

Data sources pertaining to the policy orientated activities of local and regional government are numerous, widespread and at times virtually unknown. It is the dispersion, seclusion and inconsistency which is at the heart of much of the frustration about local and regional data. Rather than go through the specific 'complaints' about local/regional data, we have listed a sample of these in Appendix B along with our comment whenever it is appropriate. What emerges is that some progress is being made in terms of satisfying some of the data deficiencies. There remains, however, substantial and important gaps in the data.

At the Provincial level, the basic financial statistics dealing with the municipalities of Ontario are aggregated and presented in various Federal and Provincial documents which are listed and briefly noted in the Appendix D and E. This information is indispensable for any financial analysis of local and regional government whether it is simply to account for where the tax and other revenues have gone or to gain some measure of general performance when used in conjunction with non-financial data. Most of this information may be obtained from the Auditors Report for each municipality. More will be said about this report subsequently.

Expenditures on a variety of current and capital goods and services are recorded on a current dollar basis. This limits the use to which such data can be put. The records on capital expenditure are sufficiently detailed and provide a moderately good breakdown of capital expenditure by four types and twelve basic categories. These are shown in Appendix F. These data are published only in aggregate form by category. The format of the Auditors' Reports, although sound from an accounting viewpoint, is somewhat lacking for other forms of analysis.

What is not always recognized is that the Auditors' Report for each municipality records much non-financial data pertaining to the activities of the municipal government or to those things which have a bearing upon municipal decision-making. Appendix G provides a list of such information. As we have already indicated, the most "desirable"

data required for any analysis of political structure and economies of scale or the evaluation of program is virtually unattainable. However, certain non-financial data do transmit some idea of the service level being provided or the output associated with the service. The number of volumes per capita in a public library is a better measure of the output of library services than is total library expenditure. The number of miles of city streets, the total area served by public transportation and the number of users are valuable statistics for time-series or cross-section analysis, scale economies and the measure of public service output.

These statistics may not always be recorded for every municipality. But there is a provision for them in the Auditors' Report which is the basic document used by all Ontario municipalities. Non-financial data is also collected and published in numerous publications by Statistics Canada. Data on traffic enforcement, crime, urban transit, public libraries, building permits and health facilities are only a few of some of the areas covered. A complete listing of these is found in Appendix J.

Another source of municipal data is the office of what is best described as the municipal industrial commissioner. This is the branch of municipal government that is responsible for attracting the type of commerce and industry the city desires, and it is thus in a position of having to more or less 'sell' the city to outsiders. One of the usual "selling" points is extensive statistical material on a variety of matters relating to the urban area and the surrounding district. As far as our basic policy areas are concerned such data are useful for revenue planning, in terms of the tax base, as well as political structure, since information from several municipalities on their industrial base will give a fair picture of the composite industrial structure and hence the economic base in the region.

There are a variety of other data sources at the local and regional level which vary considerably from municipality to municipality. These are the annual reports of various departments such as social services, parks and recreation, etc. There is no set format for these reports but in many cases

they tend to supplement and complement financial data with physical data which are especially helpful in evaluating service level and output.

Is there a case for standardizing annual departmental reports for all municipalities? For some purposes the answer is yes but there is also a strong argument against such a procedure. Although not complete in every sense, these reports do provide a picture of the social, cultural and economic implications of municipal government activities. Having this information on a truly comparable basis across the Province would allow for considerable inter-municipality assessment of government activity and allow cross section analysis to be done on a consistent basis. The cost of doing this would not only be financially large but it would, we feel, impose an undue burden upon municipalities and their departments. Municipal governments both in deciding on policy and executing it, reflect the collective desires and aspirations of each municipality and these will naturally differ, causing a diversity of information needs for analysis. Municipalities recognize this and already some have started to develop or consider the development of data banks for purposes of their own planning and evaluation.¹ This in itself is an excellent idea and should be encouraged.

The Provincial government, through its various Ministries and Agencies collects urban and regional data in a number of forms. These sources are listed in Appendix H. How they can be used depends on the local problem under review.

One example is municipal property assessment information. It appears that a large amount of data is collected. Much of it, theoretically, could be of inestimable value in a wide variety of analyses of municipal conditions. This information system has two components: (1) *Description of Property*; and (2) *Census of Persons Residing on the Property*.

Description of Property: Descriptive data is provided on the location, size, frontage and depth of a property supplemented by four other data elements. (a) *Tax Data* describes prevailing taxes on a property; (b) *Planning Data* describes number of employees for any commercial establishments on a property, parking spaces, number of vehicles stored, floor space and, as well, provides a key to

link properties to Census Tracts and Blocks; (c) *Rental Data* describes the actual rent and estimates for various components of cost of operating a building; and (d) *Building Data* describes the size and nature of the building.

Census of Persons Residing on Property: Data collected for this component includes the name, age, sex, marital status, citizenship, occupations, and municipality in which place of employment is located of all persons residing on a property.

These various data would lend themselves to numerous useful analyses of municipal conditions of land use and population, assuming the availability and reliability of the data. The population data, for example, provide information for estimating the demand for schools, public utilities and community facilities. The data on the location of employment would provide the basic information needed to understand commuting patterns. Employment data gathered in the property description could bridge the insufficiencies of Canada Census data in this realm. On matters related to housing, the data on dwelling characteristics, the extent of crowding and rental levels can be of great use.

Nor is it very difficult to conceive of valuable uses for the assessment data. However, it has been brought to our attention that while this information is in theory available, in practice this is not the case. Municipalities are entitled to receive both a printout and a tape of the assessment roll, but ordinarily cannot get behind that information. In addition there seems to be a general problem that the assessment branch is defensive about giving access to information. It is our feeling that this information should be available to the public and that the public should be aware of its availability.

The basic problem with all these sources is that they are (a) not well known and (b) in some cases classified as confidential and thus only available to the provincial government. Knowledge of what is available from these sources and freer access is needed as a logical step to opening the way to more and better analysis of local and regional government policies. The details concerning these information sources are found in the various appendices cited above.

¹For example, see *Urban Information System Feasibility Study*, Planning Branch, City of Ottawa, February 1974.

CONCLUSIONS AND RECOMMENDATIONS

6.1 Any practical approach to analyzing information systems must ask the question: is maximum use being made of available information by all users? In the context of local and regional government data in Ontario, our answer to this question would be 'no'. The examination of how data can be used, who uses it and existing sources suggests that a lack of awareness of existing local-regional data and inaccessibility to it is partly to blame for the criticisms that have been made about local and regional government information systems.

It is therefore recommended that:

The Ontario Statistical Centre prepare a booklet listing all available regular sources of data pertaining to local and regional government, and that such a listing provide a brief summary of each source's contents. Furthermore, that such a publication be disseminated to a wide audience including academics, municipal personnel, provincial government departments and private businesses having an interest in municipal matters.

6.2 Even if all available information sources were made known to users, the question of access remains. As Appendix I clearly demonstrates, some information pertaining to local and regional government activities is classified for use only within government or as confidential. In most cases the rationale for limited or no access is not apparent and hence useful information may be denied users on unsubstantiated grounds.

It is therefore recommended that:

The Municipal Liaison Committee, representing the largest group of information users, formally request those ministries that have 'classified' or 'confidential' data, pertaining to regional and local government, to justify the limited access to available data, with a view to making as much information as possible available to the public.

6.3 The quality of municipal information which is collected by the provincial and federal governments for its regular publications depends upon the re-

porting procedure. It is impossible to monitor all such reporting and the collectors must rely on the desire of those reporting to be as accurate and consistent as possible. Although the provincial government does supply technical assistance to local governments, two factors make reporting difficult: (i) a lack of satisfactory personnel and (ii) repeated requests for the same information from many sources. As noted in our Report some municipalities are contemplating the development of their own 'data bank' and have obviously decided that the benefits to them are worth the costs in terms of personnel and other resources. Such information could be useful to all users.

It is therefore recommended that:

The Ministry of Treasury, Economics and Intergovernmental Relations consider that some form of financial assistance be provided to local and regional governments for the purpose of (a) establishing their own information systems (b) improving the reporting of information to the provincial government.

6.4 Duplication and redundancy in reporting are costly. Some action should be taken to reduce the burden of multiple reporting of data.

It is therefore recommended that:

The Ontario Statistical Centre, in cooperation with the Municipal Liaison Committee, ascertain what information is requested on a regular basis from *all* sources other than that included in the municipal financial reports. Based on its findings, the Ontario Statistical Centre should then proceed to design a *single* questionnaire to gather this information, and make the data gathered on the basis of this questionnaire available to those requesting it.

This procedure would have the advantage of avoiding duplication of request, requiring the municipality to provide information, on a regular basis only twice a year; for the municipal financial report and the composite questionnaire. This questionnaire could be designed to request data by

various degrees of detail depending on the municipality's size or location. Any request for information could then be answered by simply providing those who request data with a copy of the two basic documents. Municipalities will undoubtedly continue to receive occasional requests for information not included in these sources and these would have to be considered on an individual basis.

6.5 One oft-heard complaint is that municipal data in one province are not comparable with that in another. This is something that cannot be resolved by Ontario alone and continues to be a matter largely for Statistics Canada.

It is therefore recommended:

That the Ontario government continue its support of Statistics Canada efforts to improve the classification and comparability of municipal data.

Furthermore, that Ontario urge Statistics Canada to make resources available to proceed with this work at a faster pace.

As emphasized in our Report, available data on output measures is a major problem. It is obvious that direct measures of output are not possible for many local and regional government services. The question then arises: what proxies are available and how good are they? We have indicated that many municipal department reports include quantitative physical data connected with the expenditure level in that area. How 'good' this is as a proxy for output depends on the user's objective. It is likely that each municipality has its own subjective evaluation of the service level being provided but inter-municipality comparisons are not possible.

6.6 Agreement among Ontario jurisdictions as to what physical characteristics of a service to use as a measure of output seems doubtful because of the different 'weights' that each jurisdiction would assign the characteristics. There might be some broad areas of agreement that would be worth exploring.

It is therefore recommended that:

The Municipal Liaison Committee consider the possibility of commissioning a study to examine the feasibility of establishing some broad indicators of service output level for selected municipal expenditures in Ontario. As far as other data deficiencies are concerned, It is recommended:

(a) that the Ontario Statistical Centre and the

Ministry of Treasury, Economics and Intergovernmental Affairs, prepare price/cost indices for current and capital local expenditures and that such data be incorporated in the 'Blue Book'.

- (b) that the Ministry of Treasury, Economics and Intergovernmental Affairs examine the classification system for distinguishing current from capital municipal expenditures with a view to ensuring correct reporting of such for the municipal financial reports.
- (c) that the Ministry of Treasury, Economics and Intergovernmental Affairs examine the feasibility of producing a reasonable measure of capital depreciation to be applied to broad aggregates of local and regional government capital expenditure.

We also believe that there is a need to provide a broad picture of urban living in Ontario that could be used to aid in decision-making and planning at the provincial, regional and local level. It would involve the Province, through the Ontario Statistical Centre, in a project of modest cost: the development of an urban indicator data bank. Such a system should be descriptive in nature, simply describing certain urban phenomena which could then be used widely by analysts, municipal administrators, the province and individuals to assess urban living conditions and examine areas of public policy concern.

6.7 We would envisage the urban indicators data bank taking the form of the annual collection of the data following, all of which would come from the composite questionnaires discussed earlier.

There may be other quality indexes that one would want to include. The above is merely a basic outline of the general approach that might be taken. We would add a cautionary note to the effect that such a data bank should not be regarded as a measure of output for various areas of expenditure. It is designed to simply monitor certain phenomena and individual interpretation of such trends can vary widely.

It is therefore recommended that:

The Ontario Statistical Centre or some other agency, division or branch of TEIGA examine the feasibility of establishing an *urban indicator data bank*, such information collected to be published and made available to the public.

Framework for Urban Indicators Data Bank

Urban Life Quality	Indicators
1. Movement of People	1. (a) cost of public transportation 1. (b) miles of public transportation serviced streets as percentage of total miles of streets
2. Income	2. (a) real, per family income
3. Employment	3. (a) percentage unemployed
4. Environmental Quality	4. (a) provincial air quality index 4. (b) Environment Canada classification of watershed quality
5. Protection of People and Property	5. (a) crime rates on robbery, homicide, etc. 5. (b) residential and commercial fire loss 5. (c) automobile accident statistics
6. Housing	6. (a) vacancy rate 6. (b) distribution of income compared to distribution of housing prices
7. Poverty	7. (a) welfare recipients 7. (b) percent of families below specified income level
8. Recreational and Cultural Facilities	8. (a) statistics on parkland, etc. 8. (b) theatres, restaurants, etc. 8. (c) proximity to metropolitan areas.

6.8 Our next recommendation deals with the pending reviews of regional government and possible future feasibility studies of regional government. Analysis of the issues surrounding political structure at the local level suggests that the economic aspects of re-structuring are very important. In preparing this Report we examined several earlier reviews dealing with regional government proposals and found that the economic and cost aspects were not given what we would consider to be sufficient emphasis owing to a combination of information deficiencies, restricted use of available data, and lack of personnel with expertise in this area.

It is therefore recommended that:

In the future, reviews of existing local government structures should allocate considerably more resources to exploring and analyzing the economic issues relating to alterations in political structure. Although certain questions facing a reviewer may not be directly answered, it is important that the possible economic implications of local government restructuring be given more publicity and emphasis.

6.9 Finally, it is apparent that data pertaining to municipalities and their activities prior to re-organization are difficult to find and gain access to. If effective monitoring and evaluation of changes in political structure are to be carried out, it is important that all past data be made available to the public.

It is therefore recommended that:

The Province of Ontario, through the Ontario Statistical Centre, ensure that all data pertaining to local and regional government be conveniently stored and catalogued for future use.

6.10 The implementation of these recommendations will require a coordinated effort within the Province. There is no reason why one government agency or another should assume responsibility for over-seeing the implementation of our recommendations.

It is therefore recommended that:

The Minister of Treasury, Economics and Intergovernmental Affairs appoint a Committee to

ensure that the recommendations of this Task Force are implemented or shown to be impossible to implement. The Committee would be composed of nine persons; three from the provincial government, three representatives from local/regional government and three persons representing non-government users of local and regional data. The Committee would report to the Minister, at least once a year, on the progress made in implementing the Task Force's recommendations. Precise terms of references for the Committee and the appointment of members would be left to the Minister.

Past and Present Searches for Improving Urban Information

The search for improvements in urban and regional information systems in Canada has been going on for a considerable period of time, with varying degrees of success. To provide an appropriate framework within which to report the work of the Task Force, it seems necessary to briefly comment on previous and on-going attempts in Canada to improve local/regional information systems. We apologize if we do not do justice to or even recognize all previous and present attempts in this area but we have confined ourselves to those which have come to the attention of the Task Force during the past few months. This is not a survey of available information sources which is set out in Chapter 5, but a brief look at attempts to improve the present and past situation.

Information for Urban Affairs in Canada

In 1971, the Canadian Council on Urban and Regional Research, (C.C.U.R.R.) published the above report, as a consequence of an earlier decision to undertake a study to—

“...determine the main requirements of urban information users across Canada and the potential sources... of this information.”¹

The underlying reason for the study was to suggest ways to improve the delivery and use of urban information in Canada. According to the *Report*, information, whether it be “facts, documents and experiences” is necessary for the overall management of urban areas. “Management” is conceived in the broadest terms, encompassing the aspirations of individual electors in relation to their own quests for knowledge as well as the need to manage new administrative units, such as regions. Indeed, the *Report* sets out the basic objectives of regional government (better sources, fairer revenues and easier credit) but does not go to the next (logical?)

step of illustrating *how* these objectives can be assessed using information. It states only that the—

“... provision of information is essential to regional administrative efficiency.”²

A basic component of the C.C.U.R.R. study was a survey of municipalities and other users of urban information. As might be expected, it was found that at the urban and regional level, information needs varied widely depending upon the problem and the user. In general, the *Report* classified information orientated problems by the question:³

- (1) what can be done and how can it be done?
- (2) what are others doing? How are they solving their urban problems?
- (3) how does the situation of our urban area and region affect our problems and decisions?

Important as these questions are, they are not specific enough to actually dictate the types of information that are required for urban/regional analysis.

The *Report* noted many specific problem areas in relation to particular users such as federal or provincial government departments. We shall not dwell on these at this point since they are very similar to users' problems in Ontario which are discussed in Chapter 4.

Chapter IV of the *Report* discusses the sources of urban information in Canada and deals with developments in information collection and dissemination elsewhere in Canada that may have some bearing on urban and regional questions.

The basic findings of the study are as follows:

- (1) There is a diversity of sources of information on urban/regional areas.
- (2) There are difficulties in the comparability

¹ C.C.U.R.R. *Information For Urban Affairs in Canada*, Ottawa, 1971, p. 9.

² Ibid, p. 17.

³ Ibid, p. 22.

of data over time and between jurisdictions.

- (3) Information collection is costly.
- (4) Duplication of effort in the collection of information is evident.
- (5) Municipalities often lack qualified manpower to deal with information collection, analysis and dissemination.

The *Report* recommends the establishment of an information exchange system. The system would involve a series of 'clearing-houses' (program-orientated, regional, etc.) connected to a central body. The precise operation of the system is set out in Chapter VI of the *Report*.

The basic findings of the study substantiated what many people feel even today about the urban-regional information system. The recommendation for an information exchange system deserves attention but its complexity may deter some from cooperating within its framework. In addition, it does not appear, explicitly at least, to deal with what information is needed for what analysis. It did not deal with why do we want to be informed except to (a) indicate this was necessary for sound management and (b) point out specific cases, uncovered in the survey, when information or data was poor or non-existent. It is our opinion that any recommendations about information collection and reporting must be based more directly on what are the key issues facing the urban/regional sector that dictate information needs for a rational analysis of the issues.

Statistics Canada

Statistics Canada (Dominion Bureau of Statistics) has, for a long period, been concerned with the quality of local (and more recently, regional) data. Most of the earlier conferences (1933-1960) dealt with the difficulty in standardizing the reporting of municipal financial statistics across Canada. The culmination of these deliberations was the publication of "Manual of Instructions" to be used for financial reporting. In addition, a large number of recommendations were proposed at each conference some of which dealt with the recording of non-financial statistics, such as land use and population, and the establishment of provincial statistical centres to deal with the collection of municipal statistics.

The 1966 'Queen's Conference' was attended by a very broad representation of municipal statistics users. The general purpose was to identify and measure the statistical requirements of users of such data. During the Conference proceedings,

each user of municipal statistics presented what he felt were the weaknesses of present statistical reporting and suggestions for changes, in terms of his particular interest. These views are presented in a Statistics Canada publication and we shall only summarize briefly at his point.¹

1. The reporting of capital expenditures is in need of improvement to present a more realistic picture of asset acquisition at the municipal level.
2. Methods of accounting for price (cost) changes in the year-to-year growth of municipal expenditure is desirable as some indication of real growth.
3. More general economic and demographic data should be provided somewhere on municipalities.
4. Financial data, dealing with personal income and land values, should be collected and published.
5. Information connected with social and economic implications of urban and regional activity *outside* the financial statistics to the municipalities is needed.

Rather than specifying the type of municipal-orientated data needed, others at the conference emphasized the areas of analysis that required better and more complete data. These dealt with the problem of assessing municipal need, planning for regional development, assessing the potential of a municipality to issue debt and the monitoring of local government costs.

It is obvious from analyzing the comments of those attending the Queen's Conference that the needs and uses of data for local and regional government are not just a matter of financial statistics; it goes much farther than that. Although a few of the 'requests' of participants have come to fruition in the past 8 years, there is obviously still frustration with respect to local and regional government data.

At present, considerable work is underway at Statistics Canada to improve local and regional data, much of which would pertain to the public sector. This involves identifying all data to local and regional activity that is collected by Statistics Canada. A second, project having a more direct bearing on the public sector, is the examination of all government data, at the local-regional level, that is reported by municipalities to Statistics Canada. Finally, there is movement towards a re-examination of all public sector financial statistics with the aim of providing a consistent and comparable time series at all levels of government.

¹Statistics Canada, *A Review of Conferences on Municipal Financial Statistics*, No. 68-505, 1967.

APPENDIX B

Information Limitations in Studies of Local and Regional Government: A Sampling

The following is a sample of information deficiencies that have risen from several studies that deal with local and regional government. The general source of the comment is indicated and the precise nature of the comment is included in quotes. Following some of these there is a comment by the Task force where we felt that some clarification or correction was required.

I. *The Theory of Fiscal Policy as Applied to a Province*; C. L. Barber, (a study prepared for the Ontario Committee on Taxation 1966).

- (a) "Although no data are available on the size of these investment reserves which would enable us to estimate a net debt position for each level of government in the various provinces there are data on the annual net debt charges which deduct interest earned on those reserves from the interest paid on outstanding debt." p. 52.

This criticism has been met to some extent now in the Ontario Government's standardization of the municipal financial report for local and regional government.

II. *Provincial and Municipal Governments in the Capital Markets; The Implications for Monetary and Fiscal Policy*; R. M. Burns (Cochrane, Murray and Co. Ltd.), 1966.

- (a) "In most cases projections of capital intention which do exist are vague and governments that have made them are understandably reluctant to release such hostages of fortune." p. 1.

For Ontario, it appears that such intentions are available for many municipalities, especially the large ones which have substantial capital requirements.

- (b) "This may be due to several factors not the least of which are the internal transactions within and between various government accounts. A yearly comparison of factors thus becomes most unsatisfactory and gives us little information as to the potential market demand for funds." p. 9.

The Task Force has been informed that many municipalities are now required to provide a capital debenture plan for the Ontario Municipal Board which does provide some information

on the market demands for funds.

III. *A Review of Conferences on Municipal Finance Statistics*; Dominion Bureau of Statistics, 1967.

- (a) "More accurate and complete annual reporting of capital spending by municipalities will be useful for both federal provincial fiscal relations and fiscal policy." p. 26.

We would question here as to how accurate and complete this should be. For Ontario there is considerable information on capital expenditures although there may be a problem with respect to some areas where it is not clear whether or not an expenditure should be financed out of capital or current revenue.

- (b) "For effective long-range policy planning it would be helpful to have access to regular, consolidate totals of province-by-province municipal capital budgets." p. 26.

Statistics Canada now collects this information to some extent.

- (c) "Municipal data in most provinces are not sufficient to distinguish between such things as sewer expenditures . . . and water works . . . or between the various types of expenditures on municipal winter works." p. 26.

This information is provided in Ontario through the municipal financial reports. More on this topic is contained in the main body of our report.

- (d) "In the reporting of revenue and ordinary or capital expenditure transactions, a more complete specification of the type of transaction is necessary for national accounts and financial flows purposes." p. 26.

For Ontario, the municipal financial reports and the "Blue Book" on provincial and municipal statistics does provide this information.

- (e) "Secondly, there is a great merit in municipal expenditures being classified on the Statistics Canada commodity classification basis and the use of data so classified is the basic prerequisite to the type of input output analysis being planned. The third point is the need for the widest basis of comparability and computability." p. 27.

It is useful to point out that with respect to this comment a considerable effort on the part of Statistics Canada to re-examine the reporting of all public finance statistics is now underway. (See Appendix J)

- (f) "Non-financial statistics play an important part in evaluating the credit of the municipality." p. 33.

This had to do with the comment that there was an insufficient amount of material covering non-financial data. This particular issue is dealt with in the main body of our report where we conclude that there is more information available than is generally known, although it is limited.

IV. *Intergovernmental Finance in Ontario: A Provincial Local Perspective*; Stephen J. Dupre, (Ontario Committee on Taxation, 1966.)

- (a) "Deplorably little is known about the manner in which provincial grants developed. Provincial municipal finance is an area where information let alone scholarship shows an astonishing lag behind policy." p. 7.

This would appear to have been rectified to some extent since 1967, and furthermore, very detailed guidelines covering provincial-local grants have been developed by TEIGA and are available in the form of a manual.

- (b) "The procuring of consistent data was most acute for public works and highways. It is virtually impossible to secure municipal expenditure figures that cover both capital and current spending on these items. On the other hand, grant figures normally include both capital and current expenditure." p. 62.

In part, this has been rectified both through data published in the Blue Book on municipal statistics and municipal financial reports of local and regional governments. There still is some difficulty of course, with respect to exactly what expenditures should be classified as capital.

V. *Fiscal Needs of the Canadian Provinces*; Eric J. Hanson (Canadian Tax Foundation, 1961).

- (a) "No data are available to suggest any relationship of expenditure on recreational and cultural services to factors such as urbanization and density." p. 59.

Although such information may not be available on a regularly published basis it can be obtained through primary sources by municipality.

VI. *Waterloo Area Local Government Review: Report of Findings and Recommendation* Stuart Fyfe.

The Fyfe Report suggests several areas of local government data inadequacies. One of the reasons it advocates regional government is because of the apparent economies of scale in the provision of services such as police and fire protection. Finding a statistical base for these conclusions is difficult because of the data problems that are involved. Some of these are listed below:

- (a) "There must be some confrontation with the facts about just how much money there is in terms of taxable resources in each municipality and how it is at presently put to work."
- (b) "Comparisons of gross expenditure per capita are of limited value even between comparable municipalities given the complexity of the comparisons and the inadequacies of the data."
- (c) "A clear picture of the capital expenditure by, and debt of, the various local governments in the Waterloo area is almost impossible to achieve...until 1969 every municipality did follow the same definition of what constitutes a capital investment to be underwritten by debt financing."
- (d) "It is apparent from the chapter describing the services in the Waterloo area that there are major gaps in our information as to what has happened and what services are provided. Two deficiencies specifically referred to are inadequate information as to where people live and work in the area, and the impossibility of obtaining a complete picture of how services are financed."
- (e) "The question was frequently raised during the review of how much changes in local government organization would cost. Not only does the existing financial information not lend itself to such calculations easily, but there is no accurate way of measuring the quality of present services in terms of cost per unit of service."

A Critique of The Roberts Report on Police Force Amalgamation

A Critique of The Roberts Report: A Report to the Warden, Commissioners and County Council of the County of York on the Amalgamation of York County Police Departments; Magistrate J. Roberts, (1960)

The reason for including a critique of this report as a short appendix is to give an example of how it is very difficult to undertake a study of “soft-services”, given the data limitations and what assumptions have to be made with regard to a study of this kind. The report indicates that one of the basic problems with very small police forces is that it cannot provide the level of services that are normally available in larger areas e.g., 24-hour services, constant patrol and surveillance, inferior accommodation and lack of assistance to deal with emergencies.

In the Report, as the author himself recognizes, there is no precise formula for establishing the proper size of police force for an area. Nevertheless, some statistical justification for his proposal could have been shown even if it was only data for similarly situated areas. The Report should have shown the allocation of the proposed force among its various tasks and the various areas of the county, and demonstrated that it is capable of performing the functions of his ideal force and of coping with particular policing problems of the county. It should have demonstrated how the existing personnel are inefficiently employed. It is clear why the number of chiefs was reduced from 11 to 1 but why reduce the number of matrons from 3 to 1 and why only increase the number of full-time constables by 3 when 21 part-time positions were eliminated (3 special constables, 9 part-time constables, 4 by-law enforcers and 5 cadets). Indeed, the whole question of staff is unclear because under the existing arrangement different municipal police forces work a different number of hours per week. The two plans should be compared on the basis of man-hours per week rather than on the number of staff members.

An even more important question arises with respect to the Estimated Operating Budget of Robert’s proposed county police force. How did Roberts arrive at it? Nowhere is there mention what the salary should be for a police officer. In fact it explicitly states that establishing salary schedules is outside the terms of reference. There is only a list of the number of staff deemed necessary in each category, e.g., detectives, communications etc., and the number of vehicles necessary. There is no estimate for each category; simply an estimate for the total operating budget. It should be noted, also, that no mention is made of equipment such as radar units, breathalisers and communication systems or the cost of new accommodation anywhere in his estimated operating budget.

The operating budget for the existing police system is also subject to criticism. The police budget for the townships of King and Whitchurch are \$7,360 and \$9,200 respectively.

At first glance these amounts appear to be reasonable—King and Whitchurch have 3 staff members. However, Roberts points out elsewhere in his report that they have the full-time services of 13 of the Ontario Provincial Officers and 3 of the vehicles at the Vandorf detachment. Hence, the police budgets for King and Whitchurch, and therefore the police budget for the whole county, are not indicative of the cost of policing the area.

Finally, bearing the above criticisms in mind, it should be noted that the total police budget for York County (\$554,782.) falls within the range of the estimated operating budget of Roberts proposed County police force (\$540,000–\$625,000). Hence, it is indeterminate whether or not there are economies of scale in providing police service in York County with a county police force. Roberts attempts to circumvent this difficulty by claiming that his proposed police force would provide the County with higher quality service than the present system provides. However, nowhere in

the report does he offer any statistical justification for his claim. He does not even suggest any possible method for measuring the quality of police service in an area.

In conclusion, Magistrate Roberts makes some arguments for amalgamating the police forces in York County which are intuitively appealing; for example, the gains from specialization which

would result from a better division of labour and the reduced costs of vehicles and other items which would result from bulk purchasing. However, he does not introduce a single piece of statistical evidence in support of these arguments. And more importantly, no statistical evidence is presented in support of the particular police force which he advocates for York County.

TABLE C-1

The Composition and Estimated Operating Budget for the Existing Police Force in York County, for Roberts' Proposed Force, and the Difference Between the Two Plans.

	Existing Plan (1)	Roberts' Plan (2)	Roberts' Plan Existing Plan (3)=(2)-(1)
Chief Constables	11	1	- 10
Deputy Chiefs	1	1	0
Sergeants	14	8	- 6
Constables /	74	77	+ 3
Special Constables	3	0	- 3
Part-time Constables	9	0	- 9
Cadets	5	0	- 5
By-law Enforcers	4	0	- 4
Communications Staff	0	5	+ 5
Matrons	3	1	- 2
Stenographers	6	3	- 3
Detectives	0	8	+ 8
Mobile Units	24	24	0
Estimated Operating Budget	\$554,782	\$540,000-\$625,000	

Source: Magistrate Roberts' Report, page 16 and Appendix A

APPENDIX D

Estimates of Real Per Capita Capital Expenditure: All Ontario Municipalities, 1968-72.

Nominal Capital Expenditure—Total Municipalities (dollars)					
	1968	1969	1970	1971	1972
1. General Government	8,300,538	6,909,300	8,234,865	7,349,000	15,046,000
2. Protection to Persons/ Property	8,328,325	12,663,759	11,620,229	18,176,000	23,121,000
3. Public Works	164,540,083	148,693,147	161,992,716	192,760,000	193,660,000
4. Sanitation and Waste Removal	64,311,720	50,079,428	49,121,039	83,815,000	80,133,000
5. Conservation of Health	651,876	979,873	1,517,410	569,000	5,756,000
6. Social and Family Services	4,356,852	6,271,633	5,449,274	6,514,000	12,556,000
7. Recreation and Community Planning	23,080,540	22,634,346	28,851,857	41,342,000	69,124,000
8. Community Planning and Development	23,663,960	29,314,433	25,497,998	20,820,000	22,350,000
9. Other	11,196,049	17,400,989	24,673,587	34,577,000	50,035,000
10. Total	308,429,943	294,946,908	316,958,975	405,922,000	471,781,000

Source: Municipal Financial Reports Data (various issues) TEIGA.

Real Capital Expenditure—Total Municipalities
(dollars)

		1968	1969	1970	1971	1972
1.	General Government	6,621,083	5,335,567	6,081,880	5,168,073	10,125,168
2.	Protection to Persons/ Property	6,743,583	9,778,964	8,582,148	12,781,997	15,559,219
3.	Public Works	133,230,836	114,820,963	119,640,115	135,555,555	130,323,015
4.	Sanitation and Waste Removal	52,074,267	38,671,373	36,278,463	58,931,621	53,925,303
5.	Conservation of Health	527,835	756,659	1,120,687	400,141	3,873,486
6.	Social and Family Services	3,527,815	4,842,960	4,024,575	4,580,872	8,449,529
7.	Recreation and Community Services	18,688,696	17,478,259	21,308,609	29,073,136	46,516,824
8.	Community Planning and Development	19,161,101	22,636,628	18,831,609	14,641,350	15,040,377
9.	Other	9,065,627	13,437,057	18,222,738	24,315,752	33,670,929
10.	Total	249,640,843	227,758,430	234,090,824	285,448,497	317,483,850

Deflator—Implicit price index for government gross fixed capital formation taken from Revised National Accounts: Income and Expenditure.

Real Capital Expenditure Per Capita—Total Municipalities
(dollars)

	1968	1969	1970	1971	1972
General Government	0.92	0.72	0.80	0.67	1.29
Protection to Persons/ Property	0.92	1.32	1.13	1.65	1.98
Public Works	18.34	15.54	15.84	17.59	16.63
Sanitation and Waste Removal	7.17	5.23	4.80	7.65	6.88
Conservation of Health	0.07	0.10	0.14	0.05	0.49
Social and Family Services	0.48	0.65	0.53	0.59	1.07
Recreation and Community Services	2.57	2.36	2.82	3.77	5.93
Community Planning and Development	2.63	3.06	2.49	1.90	1.91
Other	1.24	1.81	2.41	3.15	4.29
Total	34.34	30.79	30.96	37.02	40.47

Population figures obtained from Ontario Statistical Review 1973 (TEIGA)

**Summary Figures—Total Municipalities
(dollars)**

Year	Nominal Capital Expenditures	Real Capital Expenditures	Real Capital Expenditures Per Capita
1968	308,429,943	249,640,847	34.34
1969	294,946,908	227,758,436	30.79
1970	316,958,975	234,090,828	31.96
1971	405,921,000	285,448,499	37.02
1972	471,782,000	317,483,499	40.47

Source: Nominal Capital Expenditures—Municipal Financial Reports Data (TEIGA).

Deflator—implicit price index for government gross fixed capital form from
Revised National Accounts: Inc. & Expend.

Population—Ontario Statistical Review 1973 (TEIGA)

APPENDIX E

Ontario Publications Pertaining to Local-Regional Areas (Regular)

An Inventory of Continuing Ontario Government Publications Pertaining to Local and Regional Government

Title	Publishing Ministry
Summary of Financial Reports Municipalities	TEIGA
Public Accounts	TEIGA
Provincial Assistance to Municipalities	TEIGA
Ontario Statistical Review	TEIGA

N.B. The Annual Reports of the Provincial Government Departments, Boards and Commissions of Ontario may contain some information about municipalities. Also the publications *Ontario Government Publications—1972* (Ministry of Government Services) and *Ontario Government Publications Monthly Check List* (Ministry of Government Services) both contain a listing of occasional Ontario Government publications which contain municipal information.

APPENDIX F

Federal Government Publications Pertaining to Local-Regional Areas (Regular).

An Inventory of Statistics Canada Continuing Publications Pertaining to Local and Regional Government.

Title	Catalogue Number
Private and Public Investment in Canada, Outlook and Regional Estimates	61-205
Local Government Employment	72-009
Principal Taxes and Rates—Federal, Provincial and Local Governments	68-201
Consolidated Government Finance— Federal, Provincial and Local Governments, Revenue and Expenditure	68-202
Local Government Finance, Revenue and Expenditure, Preliminary Estimates	68-203
Local Government Finance, Revenue and Expenditure, Assets and Liabilities, Actual	68-204
Survey of Education Finance	81-208
Canadian Universities, Income and Expenditures	81-212
Estimated Population of the Metropolitan Areas of Canada	91-207
Urban Transit (monthly)	53-003
Urban Transit (annually)	53-216

N.B. The Statistics Canada *Catalogue* also has a listing of occasional publications some of which pertain to local governments and to urban areas in general.

APPENDIX G

Municipal Expenditure on Land, Buildings, Engineering Structures, Machinery and Equipment by General Expenditure Classification

- | | | | |
|------|---|-------|---|
| I. | General Government
a) general administration
b) unclassified | V. | Conservation of Health
a) public health services
b) unclassified |
| II. | Protection to Persons and Property
a) fire
b) police
c) street lighting
d) unclassified | VI. | Social and Family Services
a) assistance to aged persons
b) day nurseries
c) unclassified |
| III. | Transportation Services
a) roadways
b) transit
c) parking
d) drainage
e) unclassified | VII. | Recreation and Community Services
a) parks and recreation
b) libraries
c) other cultural facilities
d) unclassified |
| IV. | Environmental Services
a) sanitary sewer system
b) garbage collection and disposal
c) unclassified | VIII. | Community Planning and Development
a) urban renewal
b) industrial development
c) unclassified |
| | | IX. | Other |

APPENDIX H

Non-Financial Data as Reported in the Auditor's Report of Ontario Municipalities

- | | | | |
|-----|---|---|--|
| I. | <p>Ten Year Financial Review</p> <p>a) population at the end of the year</p> <p>b) area in acres at the end of the year</p> <p>c) employees—continuous full-time</p> | h) | <p>annual quantity of water distributed</p> <p>i) storage capacity</p> <p>j) peakload—maximum month, average month, etc.</p> <p>k) usage—number of customers—residential non-residential</p> |
| II. | <p>Waterworks Statistics</p> <p>a) quality achieved according to hardness, iron, etc.</p> <p>b) treatment provided—chlorination, coagulation, etc.</p> <p>c) estimated population served</p> <p>d) other municipalities supplied</p> <p>e) area serviced</p> <p>f) source of supply</p> <p>g) miles of mains: under 6', 6'', etc.</p> | <p>—percentage of water used —residential non-residential</p> <p>l) water rates—metered, flat, etc.</p> <p>m) expenditure—power and pumping, water transmission and distribution, etc.</p> <p>n) revenue—sale of water, fire protection, etc.</p> <p>o) application of funds—land, buildings, etc.</p> <p>p) salaries paid for administration, etc.</p> | |

III. Transit Statistics

- a) passengers—adult tickets, child tickets, etc.
- b) total passengers
- c) revenue miles—regular
 - charter and other
- d) miles of street with transit service
- e) population served (if different than the municipality)
- f) area served (square miles)
- g) fare structure (detail)
- h) average fare
- i) passenger vehicles (by type)
- j) number of employees—operators, supervisors, etc.
- k) maximum operator hourly rate
- l) revenue—advertising, concessions, charters, etc.
- m) expenditures—fuel, equipment and vehicle maintenance, etc.
- n) application of funds—land, buildings, etc.
- o) salaries, rents, etc.

IV. Library Board Statistics

- a) type of library board
- b) date established
- c) number of positions at the end of the year
- d) number of service points—permanent locations
 - mobile units
- e) population served—within municipality
 - outside municipality
- f) total circulation during the reporting year
- g) books—number of volumes
 - number of titles
- h) number of periodical titles
- i) number of newspapers subscribed to
- j) non-printed materials—number of films, recordings, etc.
- k) expenditure—salaries, rents, etc.
- l) revenue—non-resident fees, etc.
- m) application of funds—land, buildings, etc.

APPENDIX I

An Inventory of Statistical Files Relevant to Local Government Performance Held by Various Departments of the Ontario Provincial Government

Ministry/Agency	File Name	File Description	Confidentiality Status (as reported)	(Degree of public access)*
<i>Ministry of Colleges and Universities</i>				
Capital Support Branch	Quarterly Capital Progress Report and Cash Flow Forecast (Forms UA-5B and UA-5C)	contains the amount of financial assistance provided by the Province on capital projects and a prediction of the remaining assistance required for provincially assisted universities	determined by individual university	1
<i>Ministry of Community and Social Services</i>				
Research and Planning Branch	Monthly Statistical Bulletin	Contains data on Family Benefits and General Assistance beneficiaries and expenditures by county and municipality	publication readily accessible	2
Citizenship Branch	Central Directory of Ethnic Groups in Ontario Data Bank	List of specific ethnic organizations, by the ethnocultural community, alphabetically for: (a) Toronto (b) Ontario, outside of Toronto. List of ethnic publications	confidential within government; specific information provided on re-request when appropriate	1
<i>Ministry of Consumer and Commerical Relations</i>				
Companies Division	Statistical Report (Companies)	contains data on the number and type of corporation, place of incorporation, number of active companies and number of defaults	not confidential within government	1 or 2
Technical Standards Division operating Engineers Branch	Registration of Power Plants	contains records establishing the power output of boilers and compressors and subsequent classifications	strictly confidential	0
Property Rights Division	Monthly and Annual Returns from 66 Land Registry Offices	provides data on workload, revenue and expenditure	not confidential	2

* 0 = Not available

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2 = Available

Ministry/Agency	File Name	File Description	Confidentiality Status	
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Theatres Division	Theatre Licenses	record of licensee, transfer of licence, inspection, complaints received and handled	inter-office confidential file	1
<i>Ministry of Education</i>				
School Business and Finance Branch Grants Services Section	Annual Financial Statements and Schedules	provides data for estimating and verifying board expenditures and calculating provincial grants to school boards and for estimates of capital needs	at discretion of each individual school board	1
	Annual School Board Estimates (Large and Isolate Boards)	annual estimates of ordinary and capital expenditures	data is made available to all boards on a computer printout when all estimates have been received	1
Curriculum Development Branch	Curriculum Statistics—Secondary Schools	provides statistics by language of instruction (English or French) on number of (1) classes, (2) credit value, (3) hours per day and (4) students	subject to official release	1
School Business and Finance Branch Architectural Services Section	School Accommodation Inventory	contains a description of all eligible spaces used for instructional purposes within a school	Nil	
Planning and Research Branch Statistics Section	September School reports—Elementary, Secondary and Private Schools	Balance sheet of enrolment, teaching staff and enrolment by grade	little restriction: school detail for outside personnel is subject to official sanction	1
<i>Ministry of the Environment</i>				
Air Management Branch	Air Quality and Meteorology Data	contains data on the levels of air pollutants measured by a network of stations and meteorological data from several instrument towers	confidential within government	0
	Emission Inventory—Air Pollutants	contains information on air pollutant emission for industries, etc. by location	strictly confidential	0

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Ministry/Agency	File Name	File Description	Confidentiality Status (as reported)	(Degree of public access)*
Water Quantity Management Branch Water Resources Division Water and Well Management Section	Annual Records of Water Taking	contains records of actual rates and amounts of water taking by holders of permits to take water (in excess of 10,000 G.P.D.)	confidential within the Ministry	0
Project Operations Branch	Plant Performance—Water sewage, etc.	contains process data from water and sewage treatment installations	not confidential within government	1
Administrative Services Branch Systems and E.D.P.	Project Equipment, inventory and maintenance/evaluation file	contains records of the items of equipment associated with commission water and sewage treatment facilities	confidential within Ministry	1
	Project Services File—Water and Sewage Treatment Facilities	contains records of agencies, including time, cost and performance information, involved in the design and construction of commission water and sewage treatment facilities	confidential within Ministry	1
	Water Quality Station Descriptions File	contains records for each sampling station with respect to location, station type and agency setting up the station	not confidential within government	2
Industrial Waste Branch	Industry Descriptor File	plant identification, municipality location codes, industry classification, etc.	not available	2
Water Supply and Pollution Control Division Sanitary Engineering Branch	Treatment Works Descriptor File	works identification and name, location codes, types and capacities	not confidential	2
	Treatment Works Planning File	works code, problem, requirements codes, planned capital expenditures per year for 5 year period	confidential	0
	Treatment Works Contract Services File	project identification, location codes, consultant/contractor identification, monies planned and actual	confidential	0
<i>Ministry of Health</i>				
Community Health Standards Division Community Health Protection Branch	Annual Reports—Local Health Units	contains statistics on local health unit's activities including services provided and incidence of disease	not confidential	2

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Research and Analysis Division Research Branch	Nursing Assistant Manpower	contains vitae, education, geographical location, field of activity and position held by all registered nursing assistants	not confidential but release of identifiable records requires College of Nurses of Ontario clearance	1
	Physiotherapist Manpower	similar to Nursing Assistant Manpower	confidential	0
	Nurse Manpower	similar to Nursing Assistant Manpower	name and address confidential	1
	Physician Manpower	similar to Nursing Assistant Manpower	strictly confidential	0
Occupational Health Protection Branch Community Health Standards Division	Company Files	contains information on industrial operations, health hazards, industrial workers and medical services by regarding industry as companies and subjects related to same	strictly confidential	0
Extended Health Care Program	Nursing Homes and Homes for Special Care	contains records, reports and correspondence concerning licensing of homes, placement and supervision of patients in homes for special care	some aspects are confidential or restricted	1
Information System Division Systems and	OHIP (Enrolment and Medical Information)	contains enrolment and medical information on OHIP subscribers	strictly confidential	0
Clinic Services Branch Employee Health Service	Periodic Reports of Health Centres	contains health statistics of the services provided by the 14 Employee Health Centres, data is accumulated on a monthly working record	not confidential within government	1
Northern Ontario Public Health Service Community Health Protection Branch Community Health Standards Division	Public Health Nursing—Annual Reports	contains information on the amount of service provided	not confidential	2
Information System Division Statistics Branch	In-Residence Report	contains data on the patients in hospital at midnight on December 31 including the number of patients, their residence, age, sex and diagnosis	confidential within government	0
	Annual Return of Hospitals—Form HS-1 Facilities and Services	contains data on hospital utilization and on nursing and paramedical personnel	not confidential	2

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Ministry/Agency	File Name	File Description	Confidentiality Status (as reported)	(Degree of public access)*
Financial Services Division Financial Controls Branch	Hospital Budgets— Annual	contains Annual Operating Budget prepared and submitted by each hospital and related health care facility in the Province	not released outside the government	0
	Hospital Operating Statements—monthly except January	contains monthly operating statements from hospitals and related health care facilities	not released outside government	0
	Hospital Final Settlements	contains the annual audited financial statements with supplementary schedules and statistical returns of each hospital	non-confidential	2
Information System Division Systems and Programming Branch	Resident Data File a) Homes for Special Care b) Extended Care Program	contains resident data documents and correspondence for homes for special care and extended care facilities	strictly confidential	0
<i>Ministry of Industry and Tourism</i>				
Industrial Development Branch	Industrial Survey of Ontario Municipalities	gives population and personal and industrial assessment of various municipalities and the percentage change in these variables	not confidential	2
	New Manufacturing Establishments	gives nationality of owners and the type of product produced	strictly confidential	0
Industrial Research Branch	Plant Expansions	contains data on manufacturing plant expansions corresponding square footage added, dollars invested, new jobs created	strictly confidential—name and location published in Ontario Industrial Review if company gives consent	1
Tourism and Recreation Studies Branch	Current Recreation and Land Use Inventory	contains an inventory of all commercial tourist establishments in the Province and data on number of rental units, recreational facilities, etc.	not confidential	2

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Ministry/Agency	File Name	File Description	Confidentiality Status	
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Industrial Research Branch	Survey of Ontario Manufacturers	data on company name and address, size, products, export interests, ect.	confidential—size of engineering staff 1 machine tools, etc. not confidential—company name, products	
<i>Ministry of Natural Resources</i>				
Lands and Management Branch Lands Acquired Section	Lands Acquired	contains information on the acquisition of private lands	not confidential	2
Division of Forests Resource Economics Branch	Private Landowner Survey in Southern Ontario	contains data on type and period of land tenure; owner socio-economic characteristics, etc.	not confidential	2
<i>Ministry of Revenue</i>				
Corporations Tax Branch Land Tax Section	Assessment of Land and Improvements—Basis of Land Tax Levy	contains name and address of the taxpayer, assessment of land and buildings	not confidential	2
Ontario Housing Corporation Planning and Research Branch	OHC Statistics	contains public housing activity rent supplement statistics, etc. by municipality	not confidential with qualifications	1
Ontario Housing Corporation Land Development Branch	H.O.M.E. Land Development Project File	contains a collection of records identifying and classifying land acquired, developed or disposed of by the Ontario Housing Corporation	not confidential with qualifications	1
Ontario Housing Corporation Sales and Mortgages Branch	H.O.M.E. Mortgage Individual Mortgage File	contains collection of records identifying and classifying individual homeowner borrowers for new homes under the HOME Plan	individual—strictly confidential; aggregate —not confidential with qualifications	1
Ontario Housing Corporation Rental Housing Administration Branch	Public Housing Present Tenant	contains a collection of records identifying and classifying present tenants of public housing administered by the Ontario Housing Corporation	individual—confidential aggregates—not confidential	1
Ontario Housing Corporation Rental Housing Administration Branch	Public Housing—Project File	contains a collection of records identifying and classifying public housing projects under development or administration by the Ontario Housing Corporation.	not confidential with qualifications	1

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<i>Ministry of the Solicitor General</i>				
Ontario Provincial Police Central Records and Communications Branch	Uniform Crime Report –Police Administration Statistics	contains records in 1) area policed and population 2) transport in use 3) full-time personnel complement 4) number of occurrences re: missing persons, drowning and auto thefts	not confidential	2
Ontario Police Commission	Police Administration Statistics	contains statistics concerning municipalities housing a police force	not confidential	2
Public Safety Division Office of the Fire Marshal	Fire Loss Statistics	contains fire loss reports submitted by Ontario municipal fire chiefs, by fire insurance companies, and by fire insurance adjusters	strictly confidential	0
<i>Ministry of Transportation and Communications</i>				
Financial Branch	Expenditures on Highways by County and District	contains data on expenditures on highways by county and district	not confidential	2
Municipal Planning Branch	Land Use Inventory Data	contains detailed land use data on population, employment, dwelling units, acreage, parking, etc.	not confidential within Ministry. Confidential within Government	1
Municipal Branch	Local Roads Boards Expenditures and Government Subsidies	summaries by years and by ministry, districts give expenditures, assessments and subsidies paid to Local Roads Boards for statistical purposes	confidential within Government	0
	Expenditures and Government Subsidies by years by County or District for organized municipalities	ledgers contain breakdown of expenditures made by municipalities compiled yearly by county and district together with subsidies paid by the government	confidential within Government	0

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Ministry/Agency	File Name	File Description	Confidentiality Status (as reported)	(Degree of public access)*
<i>Ministry of Treasury, Economic and Inter- governmental Affairs</i> Regional Development Branch	Manufacturing Survey —Lake Erie Region (1969 data)	contains data on employment, labour shortages, origin of raw materials, destination of finished products mode of transport used for raw materials and finished goods for individual manufacturing companies	strictly confidential	0
	Manufacturing Survey— Midwestern—Ontario Region (1968 data)	similar to Manufacturing Survey of Lake Erie Region	strictly confidential	0
	Manufacturing Survey— Niagara Region (1968 data)	similar to	strictly confidential	0
	Manufacturing Survey— Northeastern Ontario Region (1969 data)	similar to	strictly confidential	0
	Manufacturing Survey— Northwestern Ontario Region (1968 data)	similar to	strictly confidential	0
	Manufacturing Survey— St. Clair Region (1968 data)	similar to	strictly confidential	0
	Manufacturing Survey— Georgian Bay Region— 1970 (1968 data)	similar to	strictly confidential	0
	Manufacturing Survey— Eastern Ontario Region —1970 (1969 data)	similar to	strictly confidential	0
	Manufacturing Survey— Lake Ontario Region— 1969 (1968 data)	similar to	strictly confidential	0
Central Statistical Services Ontario Statistical Center	Census of Manufacturers	contains information relating to industrial and geographic classifica- tions of manufacturing establish- ments, includes data on inventory, employment, inputs etc.	strictly confidential	0
	Census of Mines	information relating to industrial and geographic classifications, inventories, materials purchased etc.	strictly confidential	0

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Ministry/Agency	File Name	File Description	Confidentiality Status (as reported)	(Degree of public access)*
Regional Development Branch	Survey of Services Industries—North-western Ontario Region—(1968 data)	contains data on market structures sales, expenditures, transportation modes and employment (present and future)	strictly confidential	0
Local Government Services Division	Area Studies	contains survey data, (base study year) analysis and forecasts of population, employment and households (permanent and seasonal) and land-use for most of the Province	not confidential (some employment data and forecasts are restricted)	1
Subsidies Branch	Determination of tax reduction under the Farm Tax Reduction Program	contains roll number, acreage, assessment and municipal tax information on all farm properties in Ontario from 1970 onwards. This year the farms will be classified by type	not confidential	2
Special Studies Section Local Planning Policy Branch	Mobile Home Park Survey, Selected Data form Interviews with Managers	contains age, size of mobile home parks and utilities, central services, recreational facilities etc. that they provide	report published and available in Government Bookstore—\$1	2
Municipal Services Division and Taxation and Fiscal Policy Division Municipal Finance Branch	Financial Statements of Municipalities	contains audited financial statements of each municipality	not confidential (Municipalities publish their financial statements)	2
Municipal Finance Branch	Grants Register	contains a list of municipalities with the provincial grants received by each	not confidential	2
Municipal Subsidies Branch	Partial Inventory of Province-owned property with respect to which (a) payments in lieu of taxes are made and (b) taxes are paid for occupying tenants	contains assessment and municipal tax bill details with respect to Province-owned properties	not confidential	2
Municipal Subsidies Branch	Per Capita Grants Register	contains population and calculations of grants paid per capita to municipalities	not confidential	2
Local Government Services Division	Planing Board Questionnaire Committee of Adjustment Questionnaire Land Division Committee Questionnaire	contains information on planning Committee of Adjustment and Land Division Committee expenditures, activities, staffing, etc.	confidential (discretion must be used)	1

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Municipal Finance Branch	Return of Assessment and Population of a local municipality	contains the assessment of real property and business upon which taxes are levied and an analysis of population by age groups	not confidential	2
Local Government Services Division	Subdivision application Data Sheets	a summary by municipality of the applications for approval of the plans of subdivisions submitted to TEIGA since 1946	not confidential	2
	Urban Land use in Ontario	includes quantities devoted to different land-uses in relation to population size by municipality	not confidential	2
Central Statistical Services Ontario Statistical Centre	Survey of Real Estate Brokerage Forms	includes annual financial statistics in terms of income, business and consumers expenditures, and the number of employees, and quarterly information to provide a measure of output for the industry such as number of real estate transactions and their value	strictly confidential	0
<i>Civil Service Commission</i>				
Personnel Administration (Central) Branch	Property Lists and Charges	contains a list of ministries, locations, gross rentals, pre-requisite discounts, dates of adjustments to charges and the positions of occupants	nil	2

APPENDIX J

INFORMATION OBTAINED BY STATISTICS CANADA FROM LOCAL GOVERNMENTS

Type of Information Collected by Statistics Canada	Municipal Department Supplying Information	Municipalities Covered
<i>Judicial Division</i>		
Police Administration Statistics	Police: Municipal, R.C.M.P., O.P.P., Q.P.P., Railway & Harbours Board	Urban centres of 750 pop. & over, & R.C.M.P., O.P.P., Q.P.P.
Traffic Enforcement Statistics	" " "	Railway & National Harbours Police
Crime Statistics	" " "	(684)
<i>Manufacturing and Primary Industry Division</i>		
Gas Distribution Annual Statistical Report	Utility Department	16 municipalities in Alberta plus Kitchener and Kingston, Ont.
Monthly Natural Gas Distribution State	" "	" " "
Electric Power Stats—Report of Municipalities served by Ontario Hydro	" "	Ontario municipalities served by Ontario Hydro
Electric Power Stats— Schedules 1-12	" "	Municipalities owning Electric Power Utilities
<i>Transportation & Communications Division</i>		
Road & Street Mileage	Engineers & Planners	All Municipalities except Sask. & B.C.
Urban Transit	Municipal Transit Commissions	Complete Across Canada
Telephone Statistics	Municipal Phone Companies (Edmonton & Thunder Bay)	19 Municipalities (owners)
<i>Education, S & C Division</i>		
School teachers	Provincial Departments of Education	Universal
School buses	Municipal School Boards	"
Centralized School Libraries	" " "	"
Public Libraries	" " "	"
<i>Prices Division</i>		
Electrical Energy Prices	Municipal Utilities	Sample
School bus changes	School Boards	"
Electricity rates & municipal taxes	Municipal Authorities (unspec.)	"
Hospital Services prices	Ontario Municipal Hospitals	"

Type of Information Collected by Statistics Canada	Municipal Department Supplying Information	Municipalities Covered
<i>Construction Division</i>		
Capital & Repair Expenditures	Finance	Universal
Building Permits	Municipal Building Inspectors	"
<i>Merchandising & Services Division</i>		
List of Shopping Centres	Planning	Urban Centres 2,500+ population
<i>Health Division</i>		
General & T.B. Hospitals	Municipal Operated Hospitals	N.S. 9, N.B. 3, Que. 1, Ont. 21, Man. 59,
Mental Hospitals & Clinics	" " "	Sask. 114, Alta. 102, B.C. 1 (310)
Special Care Facilities	" " "	Universal
Nursing Staff & Public Health Nurses Annual Salaries	Municipal Departments of Health	Major Urban Areas
<i>Labour Division</i>		
Pensions		
a) Pension Plan Survey	Treasury	Universal (73)
b) Quarterly Survey Trusteed Pension Funds	"	Selected sample (13) Nfld., N.S., P.E.I., Man., B.C.
c) Financial Survey of Trusteed Pension Plans	"	
Employment		
d) Employment, payrolls & manhours	Commissions, Boards, Enterprises	Universal
Special Surveys & Quality Control		
e) 1973 Statcan/UIC	Municipal Clerk	Universal (1 shot). Subsequently probably not including municipal authorities
Job Vacancy Survey		
f) Job vacancy survey	Various--Administrations	Representative samples of municipal departments (2,000)
g) Occupational employment survey		

